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PROVIDING SUPPORT FOR THE CIVIC ACHIEVEMENT AWARD PROGRAM IN HONOR OF THE OFFICE OF SPEAKER OF THE HOUSE OF REPRESENTATIVES

SEPTEMBER 24 (legislative day, SEPTEMBER 22), 1987.—Ordered to be printed

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Mr. FORD, from the Committee on Rules and Administration, submitted the following

REPORT

[To accompany H.J. Res. 309]

The Committee on Rules and Administration to which was referred the joint resolution (H.J. Res. 309) to establish and provide support for the Civic Achievement Award Program in Honor of the Office of Speaker of the House of Representatives, having considered the same, reports favorably thereon with an amendment and recommends that the joint resolution, as amended, do pass.

BACKGROUND AND PURPOSE

House Joint Resolution 309 was reported, with amendments, by the House Committee on House Administration on July 15, 1987, and passed the House on July 21, 1987, as amended. The measure was referred to this Committee on July 23, and considered at its business meeting on September 23, 1987, at which it was further amended, and ordered favorably reported with such amendment.

The joint resolution will establish and provide support for the Speaker's Civic Achievement Awards Program to reward proficiency in civics by students, classes, and schools in the nation, in grades five through eight. The program will be administered by the Close Up Foundation under the direction of the Librarian of Congress and a National Advisory Committee set up by the joint resolution. It is hoped and anticipated that the program will promote increased interest and learning in such subjects as government, American history, geography, economics, and current events.

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Informative, detailed statements about the proposed program by Stephen A. Janger, President of the Close Up Foundation, and by Dr. Samuel G. Sava, Executive Director of the National Association of Elementary School Principals, submitted to the Committee, are set forth below.

TESTIMONY OF STEPHEN A. JANGER, PRESIDENT, CLOSE UP FOUNDATION

Mr. Chairman, distinguished members of this committee, my name is Stephen A. Janger and I am president of the Close Up Foundation. It is a distinct privilege for me to appear before you today along with my colleague, Dr. Samuel G. Sava, Executive Director of the National Association of Elementary School Principals, to make a brief statement in support of the proposed "Civic Achievement Award Program in Honor of the Office of Speaker of the House of Representatives", House Joint Resolution 309.

As many of you know, the Close Up Foundation is a nonprofit, nonpartisan citizenship education organization. For 17 years, Close Up has devoted its energies to one single mission—to help inspire informed civic involvement. All of us at the Foundation are dedicated to educating people about our system of government and about our rights and responsibilities within this system. To this end, we work with students, teachers, and older Americans from all walks of life here in Washington, in communities throughout all fifty states, the District of Columbia, the Commonwealth of Puerto Rico and the United States territories. We are proud of our effort and accomplishments, and we are most gratified by the level of support we have enjoyed from Congress, including members of this committee.

Our original purpose was to demonstrate to high school students across America—achievers and non-achievers, students of all incomes, students of every race and background—that an individual voice could be heard in a democracy and that each person can make a difference. We have never deviated from that goal. Our methodology has always been one that enables participants to become involved in the process firsthand. Participants in our Washington program attend in-depth seminars on issues ranging from international trade, to national defense, to the federal budget, to the role of the media in shaping public policy. The learning process is fun, invigorating, and balanced. Issues are discussed by many speakers with contrasting styles and views, and our participants form their own opinions.

Last year we conducted the Washington-based program for nearly 21,000 young men and women and 3,000 teachers. Our community-based activities involved more than 80,000 participants. These numbers are impressive, but so much more needs to be done, so much more can be done. We realize that there are thousands, indeed millions more who need inspiring and effective civic education programs, but we are also aware that we cannot significantly increase the number of participants we bring to Washington.

In an effort to extend our learning opportunities, then we have initiated a number of outreach activities. We produce a national series of public affairs television programs on C-SPAN, conduct

hundreds of local programs in communities throughout the country, and publish award-winning publications on American government used in thousands of high schools.

We are especially pleased at the response from educators and community leaders about our newest activity—the Citizen Bee competition. It provides teachers with an inspirational tool for helping high school students learn about American history, government, culture, geography, economics, and current events.

Throughout our 17 year history, the vast majority of our activities have focused on the secondary school level. However, after discussions with individuals who have been associated with Foundation activities—educators, civic officials, Members of Congress and their staffs, and curriculum development experts—we concluded that there exists a serious need for innovative supplementary civics materials at the elementary and middle school level. And we were asked to help develop programs which provide greater preparation in lower grade levels, to lay the foundations of civic awareness on which educators could build during the high school years.

The Citizen Bee, now only in its third year, has already proven to be an effective way to stimulate learning through competition. In many ways, the positive response to the Citizen Bee served as the catalyst for the development of the Civic Achievement Award Program. We consulted elementary school educators, the majority of whom suggested that the learning model would need to be modified for earlier grade levels. We recognized the benefits of constructing a program that would be applicable to every kind of student and student background to encourage effort as well as mastery of knowledge and development of skills.

After more than a year of dialogue among Close Up, the National Association of Elementary School Principals and others, the design took shape. Because so many educators across America have shared our excitement about the concept, it is difficult to express just how enthusiastic we are about the learning potential of this initiative.

Let me spend a moment explaining how the program would work. It would involve students within their own communities in grades 5–8 and has been designed to recognize collective effort as well as individual achievement; it is based on collaboration as well as competition. Unquestionably, an important element of citizenship education is learning to function as part of a group or community. By working together, students would help each other attain project goals. They would compete against a uniform, achievable standard, not against each other.

The Civic Achievement Award is divided into three components to provide an educational challenge and hold the interest of students regardless of individual learning styles. This is vitally important because the elementary and middle school years are formative years. The civic attitudes, values, skills and knowledge acquired at these early ages often last a lifetime.

1. *Academic Achievement.*—This first component involves mastery of a given body of knowledge. Different requirements would be established for each of the four grade levels involved by working in consultation with the National Association of Elementary School Principals, groups and experts in the field, and a national advisory

board of educational and civil leaders. Recent studies and reports have emphasized the importance of individual awareness of the names, events and chronology of our nation's history. Students would need to be able to demonstrate their learning of essential information about American history, culture, government, economics, geography and current events. They would be provided the criteria for achievement of this and the other components as well as specially prepared study materials.

2. *Civic Projects.*—Educators agree that for the elementary and middle school levels, individual and class projects are very often the most effective ways to engage students in interdisciplinary learning. Students would be encouraged to select their own project or to work with a project team. Project opportunities for individual students or teams might include anything from volunteer activities in the community to interviewing civic leaders on current issues to learning about recent history from discussions with senior citizens. Through these activities students would develop practical skills that complement mastery of written information and permit students who often do not "test" well to achieve the award through effort and industry.

3. *Library and Research Activities.*—Our system of school and public libraries represents one of the most fundamental and valuable institutions in our nation. The library component of this Award Program would encourage students to use library resources in a measurable way for civic learning. The ability to gather information and to communicate that information is an important skill for full participation in our democracy. Presenting book reports, developing bibliographies, conducting research activities, and performing other innovative projects could all be used to satisfy the library requirement.

Each of these three components would allow students to earn points that would qualify them for an individual award. Schools and classes would qualify for additional awards based upon predetermined standards of participation and achievement. Members of Congress would have the opportunity to participate in the presentation of all awards.

Because of the central part played by the school or community library in this program, school principals would be encouraged to coordinate the project through local librarians. It is, therefore, most appropriate for the nation's premier library, the Library of Congress, to have an important symbolic role in the development of this program.

The Library of Congress is at the same time a direct arm of Congress and a major national symbol of learning and scholarship. The Library would add considerable prestige to this award by establishing an important linkage to school and community libraries throughout the country and would bring increased organizational continuity to this initiative.

As so many Members of Congress have pointed out during this year of the celebration of the Bicentennial of the U.S. Constitution, America's future in the 21st century depends upon the children of today understanding and applying the standards of effective citizenship. Unfortunately, recent studies among high school students have shown an alarming lack of knowledge about our country, our

culture, our traditions. We must do better, but cannot wait until our young people have reached the secondary school level.

The Civic Achievement Award Program in Honor of the Office of the Speaker of the House of Representatives is an important step, a step toward preparing our youngest citizens for the crucial task of self-government.

There is no better time than now to initiate a program that focuses on citizenship through an award presented from the legislative branch. The 100th Congress is in session; the Bicentennial of Congress fast approaches. By your authorization now, we would be able, with the assistance of the National Association of Elementary School Principals, to develop the pilot program this year. We will then be prepared to launch the program nationwide in 1989 as the first ongoing initiative in celebration of the Bicentennial of the Congress of the United States. In order for us to have sufficient lead time to maintain this schedule (see attached Implementation Schedule and Pilot Year Budget) legislative action would be required as soon as possible.

More importantly, by authorizing this civic achievement award program, you will be setting the stage for the development of America's citizens and leaders of the 21st century.

Mr. Chairman, thank you for allowing me this time to describe the proposed Civic Achievement Award. I hope this committee will act favorably to report this measure so we can move forward with the pilot program. It offers such a wonderful opportunity for the country, and I can assure you we will work hard to make this program the success we know it can be.

Thank you again. I would be pleased to answer any questions you may have.

CIVIC ACHIEVEMENT AWARD PROGRAM IN HONOR OF THE OFFICE OF SPEAKER OF THE HOUSE REPRESENTATIVES

A. Implementation schedule

The program would be established initially on a pilot basis for the 1987/88 academic year within 100 schools from a number of geographic regions throughout the country. Based on the anticipated positive results, the program would be expanded in successive years on a nationwide basis. Ultimately, it would become available to all 5th, 6th, 7th, and 8th grade students in all fifty states, the Commonwealth of Puerto Rico, the District of Columbia, the U.S. Territories, and the Department of Defense Dependents Schools abroad.

B. Target Participation Audience

[Grades 5, 6, 7 and 8 of all Elementary and Middle Schools]

	Schools	Students
Public	59,394	12,350,000
Private and parochial	19,386	1,700,000
Total	78,780	14,050,000

C. Timeline

1987/88—Pilot Program. Introduce pilot program in Fall of 1987, with developmental materials provided by the Close Up Foundation in conjunction with NAESP and the Library of Congress. Establish Advisory Board.

1988/89—Evaluation and development of nationwide program. Develop national pilot, refine academic materials, create award structure, produce all supplementary and national promotional materials, design outreach strategy, initiate communication and support lines to relevant groups, institutions and individuals.

Formal announcement of Award Program to coincide with the Bicentennial of the U.S. Congress.

1989/90—Launch first official year of Award Program in September. NAESP will use its extensive network to communicate to all elementary and middle schools.

D. Pilot year budget (FY/88)

Salaries:	
Program Director	50,000
Curriculum Supervisor	30,000
Senior Editor	30,000
Outreach Coordinator	23,000
Administrative Support	25,000
Clerical Support	17,000
Subtotal	175,000
Fringe Benefits at 18.5 percent	32,375
Total	207,375
General and administrative:	
Telephone	7,500
Stationery and Supplies	5,000
Postage and Shipping	7,500
Certificates of Award	7,500
Publication Printing and Design	40,000
Travel	20,000
Miscellaneous G&A expenses	15,000
Total	102,500
Rent (2,000 sq. ft.)	43,000
Professional Services:	
NAESP Liaison	50,000
Advisory Board	30,000
Data Processing	35,000
Total	115,000
Indirect Costs: at 20 percent of Direct Program Expenses	93,575
Equipment Purchases: EDP/EWP, Furniture and Fixtures	118,550
Grand total	680,000

Testimony of Dr. Samuel G. Sava, Executive Director, National Association of Elementary School Principals

Mr. Chairman and members of the Senate Rules and Administration Committee, my name is Samuel G. Sava. I am the Executive Director of the National Association of Elementary School Principals, representing over 25,000 elementary and middle school principals across the nation.

We are pleased to join with the Close Up Foundation in support of House Joint Resolution 309, establishing the civic achievement award program in honor of the Office of Speaker of the House of Representatives. We are also very pleased to be named in partnership with the Close Up Foundation and the Library of Congress to conduct this most timely and important program.

Yes, it is very timely and very important. Timely, in that we have just begun to celebrate the bicentennial of our Constitution. This civic achievement awards program can provide a continuing legacy of knowledge, skills and civic involvement that will revitalize America's youth with the pride and commitment to our nation possessed by our founding fathers.

It is timely, too, in that it addresses that oft-forgotten population of youngsters who have not yet reached high school. Secondary school students have received substantial opportunities for citizenship education experiences. One of the most notable programs is, of course, that of the Close Up Foundation. Little, until now, has been available to younger students, students who are forming their interests, attitudes and values well before high school.

This civic achievement award program will fill that gap, giving every 5th–8th grade student in America the opportunity to learn more about our nation and participate actively in projects that give them practice in becoming the educated citizenry the framers of the Constitution intended.

These students are at a critical juncture in their lives. Changes in physical characteristics, new and unexplained emotions, increased peer pressure, greater awareness of societal expectations, need for recognition—all of these, and more, are challenges our children face every day. It is a time of confusion, of growth, of reaching out to grasp the basic principles upon which they will begin to build their lives.

What better time, then, to have available to them a program that offers students a sound beginning in civic literacy, in those basic principles that should guide every citizen's life.

Individuals have a chance to achieve success in the program through academic achievement, development of skills, and participation in community service. But also very important at this age is the development of the concept of a team, a group of people working together to accomplish a desired goal.

This innovative approach includes awards to both classrooms and schools which satisfy the program standards. It emphasizes, therefore, positive team-building efforts leading toward recognition of individual and group accomplishments.

The National Association of Elementary School Principals is very honored to share a leadership role in the program with Congress, the Library of Congress and the Close Up Foundation. With our state affiliates and our individual members, we, too, will build a team that will bring to every elementary and middle school in our nation the most significant citizenship education program ever created for Grades 5–8—the Civic Achievement Award Program in honor of the Office of the Speaker of the House.

AMENDMENT

As received from the House, the joint resolution provided authorization for appropriations of $680,000 for fiscal year 1988, and such sums as may be necessary for the next five years. The Committee amended the authorization provisions to authorize $680,000 each for fiscal year 1988 and 1989, and delete the provisions for successive years. Such authorizations will be made, as with similar programs, in later legislation, based on facts then existing. The amendatory language occurs in Section 4 of the joint resolution.

COST ESTIMATES

Despite the amendment, the Committee deems it appropriate to incorporate herein, as fully applicable, the cost estimate supplied to the House Committee on House Administration, and included in its Report, 100–221. That estimate is as follows (from House Report 100–221):

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, July 1, 1987.

Hon. MARY ROSE OAKAR,
Chair, Subcommittee on Libraries and Memorials, Committee on House Administration, House of Representatives, Washington, DC.

DEAR MADAM CHAIR: In response to your letter of June 29, 1987, the Congressional Budget Office has prepared the attached cost estimate for H.J. Res. 309, establishing the Speaker's Civic Achievement Awards Program, as ordered reported by the House Subcommittee on Libraries and Memorials, Committee on House Administration on June 30, 1987.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

ROBERT F. HALE
(For Edward M. Gramlich, Acting Director).

Congressional Budget Office cost estimate

1. Bill number: House Joint Resolution 309.
2. Bill title: None.
3. Bill status: As ordered reported by the House Subcommittee on Libraries and Memorials, Committee on House Administration, on June 30, 1987.
4. Bill purpose: The purpose of this resolution is to establish the Speaker's Civic Achievement Awards Program to recognize achievement in civic literacy in grades five through eight. This resolution is subject to subsequent appropriations action.
5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1988	1989	1990	1991	1992	1993
Estimated authorization level	0.7	0.7	0.8	0.8	0.8	0.9
Estimated outlays	.6	.7	.7	.8	.8	.9

The costs of this bill fall within function 500.

Basis of estimate.—House Joint Resolution 309 authorizes $680,000 in 1988 and such sums as may be necessary through 1993 for a grant program run by the Close Up Foundation of Washington, D.C. to recognize achievement in civic literacy in grades five through eight. A 12-member National Advisory Committee would be established within the Library of Congress to advise the Librarian of Congress on administering the program. The Librarian would make grants to the Close Up Foundation to assist the foundation in carrying out the program.

Estimated authorization levels for 1989 through 1993 reflect the level stated in the resolution for 1988 adjusted for inflation.

Outlay estimates were made assuming full appropriation of estimated authorization levels. Outlays reflect the current spending pattern of Library of Congress expenses.

6. Estimated cost to State and local government: The Congressional Budget Office has determined that the budgets of state and local governments would not be affected directly by the enactment of this resolution.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Ken Pott.

10 Estimate approval by: C.G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

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